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UNITED STATES CIVIL SERVICE COMMISSION

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LETTER

Washington, D.C. 20415

May 23, 1974

FPM LETTER NO. 713-26

SUBJECT: Hiring and Developing Low-Skilled and Disadvantaged Persons
in the Federal Service (Worker-Trainee Opportunities)

Heads of Departments and Independent Establishments:

1. CSC Bulletin No. 713-31, dated April 27, 1973, subject as above, is scheduled to expire June 30, 1974.

2. This is to alert agencies that the instructions in CSC Bulletin No. 713-31 will continue to be applicable pending the issuance of definitive FPM guidance. The Bulletin is to be used in conjunction with FPM Letter 713-22, dated October 4, 1973, subject: Equal Employment Opportunity Plans, which provides, as a continuing requirement, that agencies filing affirmative action plans will include a copy of their Worker-Trainee Opportunities plans prepared in accordance with requirements in CSC Bulletin No. 713-31.

Bernard Rosen

Bernard Rosen
Executive Director

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ONE COPY: 713, Equal Employment Opportunity

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UNITED STATES CIVIL SERVICE COMMISSION

BULLETIN

Washington, D.C. 20415

April 27, 1973

BULLETIN NO. 713-31

SUBJECT: Hiring and Developing Low-Skilled and Disadvantaged Persons in
the Federal Service (Worker-Trainee Opportunities)

Heads of Agencies and Independent Establishments:

Action date: In accordance with
National and Regional EEO Plan
Submissions (see Btn. 713-25)

BACKGROUND

1. Since 1968, Federal agencies have effectively used the Worker-Trainee Examination to fill vacancies at the lowest levels of Federal employment with low-skilled and disadvantaged persons. These Worker-Trainees have proven to be productive employees to the agencies that hired them and many have demonstrated potential for higher level jobs. Beginning in 1970, Federal agencies used funds available from the Department of Labor's Public Service Careers Program to give developmental opportunities to their Worker-Trainees. Through participation in this program, agencies have greatly improved their ability to apply systematic employee development, including orientation, assessment of skills and needs, career counseling, training, and trained supervision to entry level employees.

2. In his memorandum of August 8, 1969 to the heads of Departments and Agencies on Equal Employment Opportunity, President Nixon emphasized the need for such programs and directed Federal agencies to give special attention to efforts to hire and train the low-skilled and disadvantaged:

"In addition to assuring equal employment opportunity to all persons, the Government, as a responsible employer, must do its part along with other employers to provide special employment and training programs to those who are economically or educationally disadvantaged. We must hold out a helping hand and imaginatively use the facilities of the Government to prepare such persons for useful and productive employment."

Furthermore, Public Law 92-261 requires agencies to provide training and education programs designed to give a maximum opportunity to employees to

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advance in order to meet their full potential. To do this effectively at the lowest grade levels, Federal agencies must now expand developmental opportunities to include a larger number of employees by incorporating these policies and procedures within the regular framework of operational personnel management.

3. Building on the Public Service Careers Program (PSC) experience the Civil Service Commission has developed a plan to utilize the best elements in PSC in providing more systematic developmental opportunities for all Worker-Trainee employees. Under the plan persons selected from the Worker-Trainee Examination will be placed into one of two job categories: (1) regular job assignments which will receive basic, general career guidance services, and (2) developmental job assignments which involve more specific types of training and developmental experiences that lead to target positions at GS-2, WG-3, PS-4 or above. The Commission will authorize ceiling exemptions to agencies for persons placed in this latter group.

PURPOSE

4. This Bulletin sets requirements and provides technical guidance for submission of plans by agencies in hiring and developing low-skilled and disadvantaged persons. Specifically this Bulletin:

- Sets agency requirements for initial development of all new Worker-Trainees.
- Sets agency requirements for providing more systematic developmental opportunities to those Worker-Trainees who initially show the greatest potential to perform higher level work.
- Provides agencies with technical guidance needed to plan and submit entry development program plans under the EEO Act requirements.
- Informs agencies of the kinds of program assistance available from the Civil Service Commission regional and area offices.

AGENCY REQUIREMENTS

5. In their continuing efforts to hire and develop low-skilled and disadvantaged persons agencies will:

- Plan and budget for essential resources.
- Recruit from the Worker-Trainee register or utilize the Veterans Readjustment Appointment (VRA) authority.
- Select and place employees in either regular jobs or developmental jobs.

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- Provide all Worker-Trainees with initial orientation, assessment of training needs, counseling and supportive services.
- Provide developmental job opportunities with specific target positions for employees with potential to work in higher level positions.
- Evaluate their efforts to hire and develop low-skilled and disadvantaged persons.
- Report achievements in reaching established goals.

PLANNING AND BUDGETING

6. Agency planning and budgeting will be integrated with their overall EEO Affirmative Action Plans and submitted to the Civil Service Commission (CSC) for review and approval following the format in Attachment A. Agencies should:

- Analyze past hiring trends at entry levels and identify from among the entry level jobs those that, because they are now linked to higher level positions or can with reasonable effort be linked to higher level positions (developmental jobs) offer the greatest upward mobility opportunities.
- Develop staffing plans for filling both the regular and developmental jobs.
- Identify funds, manpower and other resources for hiring and developing persons lacking skills and knowledges necessary to gain and hold jobs above the lowest level in the Federal career service. (Low-skilled and disadvantaged persons.)

RECRUITMENT

7. Agencies will recruit from the Civil Service Commission Worker-Trainee Examination register or use the VRA authority. The Commission, when necessary, will conduct a publicity program, including positive outreach activities where needed to reach all segments of the target population. Such efforts will be coordinated with and utilize the assistance of local community resources (The Concentrated Employment Program, State Employment Service, Community Action Agency, etc.) with emphasis on persons who have received training under other manpower programs (Neighborhood Youth Corps, Job Corps, Opportunities Industrialization Centers, MDTA, etc.).

SELECTION AND PLACEMENT

8. Selection will be made from the Worker-Trainee register or from VRA eligibles. Appointments from Worker-Trainee lists will be career-conditional. Veterans Readjustment Appointments will be made in accordance with the provisions of the VRA program.

Placement in developmental jobs and regular jobs from the Worker-Trainee lists may be at the time of initial appointment or as an alternative, agencies may delay placement into the developmental jobs until the completion of the individual assessment which should be accomplished within 30 days of the appointment. If placements are delayed, they must be made within the agencies' existing merit promotion programs.

REGULAR JOB OPPORTUNITIES

9. Agencies will provide Worker-Trainee employees placed in regular jobs, assignments that utilize their abilities, allow them to develop self-confidence, relate work accomplishment to the mission of their organization and help them recognize the importance of good work performance. Regular job appointments will include:

- Orientation as a structured program designed to explain work duties, responsibilities and benefits; describe the environment of work; and define the agency's and the work unit's mission to new Worker-Trainees.
- A systematic appraisal of both work skills and knowledges, attitudes and basic educational skills and knowledges as they relate to the work career. This assessment will form the basis for determining the training needs of all appointments from the Worker-Trainee list irrespective of the type of entry job they are placed in. The employee's supervisor, with assistance from the personnel office, will generally make this assessment.
- Career counseling services will be provided for all Worker-Trainee employees on a regular basis. Counselors and employees will discuss work performance, developmental progress, career development opportunities and work related personnel problems in an effort to assist employees, supervisors and managers in meeting the requirements of this plan.
- Training experiences, on-the-job and/or formal, will be provided all regular Worker-Trainee employees according to their needs giving them the skills and knowledges needed to perform in their present job and potential jobs in the future.

DEVELOPMENTAL JOB OPPORTUNITIES

10. Ceiling relief will be granted only for those persons placed in developmental jobs. For this group, agencies will:

- Identify entry developmental jobs. The target positions will generally be jobs at or above the GS-2 level which have been identified as having the greatest upward mobility potential. These jobs will normally provide entry into occupations with higher career ladders.

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- Develop individual career plans which include qualification requirements for target positions (in terms of skills and knowledges used) career ladders and operational plans to meet these requirements.
- Provide work experience with a mixture of the kinds of tasks associated with the present position and the kinds associated with the target position or higher position in the career ladder.
- Provide training especially designed to help the employee meet the specific qualification requirements of the target job and higher positions in the career ladder.

EVALUATION

11. Agencies will issue guidelines on planning, implementing, and evaluating progress. The evaluation should include specific requirements relating to the number of developmental jobs identified, trainee progress, and program administration.

CEILING EXEMPTIONS

12. Ceiling exemptions will be granted on the basis of career development opportunities given those trainees in developmental jobs. The ceiling relief will be applied as follows:

- Trainees hired through Worker-Trainee Examination or under VRA authority and placed in developmental jobs will not be charged to agency personnel ceilings for a twelve month period.
- The ceiling exemption will generally be retained by the individual Worker-Trainee throughout the first twelve months of Federal employment regardless of promotions.
- Should a Worker-Trainee resign or be released by his agency, his ceiling exemption will revert to the agency's allocation to be applied to another individual hired under this program.

REPORTING REQUIREMENTS

13. Agencies will furnish the Civil Service Commission with reports in accordance with Attachments A and B to this Bulletin. Modified instructions for filling out SF-163 are included. Reporting requirements for the

Central Personnel Data File (CPDF) and requirements for reporting program participants and associated compensation on the SF-113 series will be issued in a later Bulletin.

CSC RESPONSIBILITIES

14. The Civil Service Commission is responsible for reviewing and approving agency plans to hire and develop disadvantaged persons, for monitoring and evaluating agency progress under these plans, for assisting agencies in planning and implementing their efforts, and for reporting to the President and the Congress on overall Federal progress in hiring and developing disadvantaged and low-skilled persons.

SUBMISSION AND APPROVAL

15. The Civil Service Commission will review and approve agency plans in accordance with the requirements of this Bulletin and in CSC Bulletin No. 713-25. Program participation and requests for ceiling relief will be made by agencies as part of their EEO Plan submissions using the format shown in Attachment A:

- National EEO plans should indicate the information on a cumulative basis for nationwide participation.
- Regional EEO plans should contain the specific data for the organizational segment of the agency covered by the regional EEO plan being submitted.

NOTE: Agencies which are scheduled to submit their FY-74 national EEO plans by May 1, 1973, may make a separate submission for their FY-74 participation in this program if they need additional time for planning and budget purposes. Such delays should not be extended beyond August 1, 1973. Thereafter, all FY submissions will follow the schedule for EEO Plan submissions.

TECHNICAL ASSISTANCE

16. The Civil Service Commission will provide agencies with continuing assistance on hiring and developing Worker-Trainees under this plan through the CSC-EEO staff in Washington, D.C., EEO Representatives in Civil Service Commission Regional offices, and through CSC staff in area offices throughout the country.

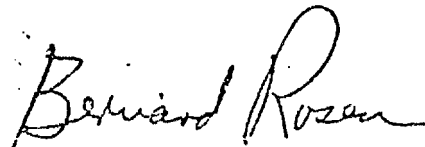
An Operations Manual will be issued for agency use in developing and implementing their plan to hire and develop low-skilled persons. The manual will include sections on orientation and assessment, career counseling, basic education, supervisory training and appraisals, evaluation and other developmental activities and support services.

MONITORING AND EVALUATION

17. The Civil Service Commission will monitor agency activities under this plan to assure that the requirements set forth in this Bulletin are met. This will be accomplished through a review of agency reports and through periodic visits to agency installations. Monitoring activities will be combined with technical assistance to help participating agencies overcome any problems in program operation that may arise. In addition, agency programs are subject to review by the Commission through the regular personnel management evaluation process and through special reviews of equal employment opportunity. The Operations Manual referred to in paragraph 16 will include guidelines for agency self-evaluation.

REPORTS TO THE PRESIDENT AND THE CONGRESS

18. Semi-annually, the Commission will report on Government-wide progress within the context of its required report on EEO in the Federal service.


Bernard Rosen
Executive Director

Attachment

FORMAT FOR INDIVIDUAL AGENCY PLAN

Instruction

1. This plan format applies only to your agency's effort to hire and train Worker-Trainees and disadvantaged persons in accordance with guidelines contained in this Bulletin.

2. Your national and regional plans should cover the period specified for your agency and should be submitted as part of your EEO plan in accordance with the timetable and forwarding instructions contained in CSC Bulletin 713-25, dated July 31, 1972.

NOTE: Agencies which are scheduled to submit their FY-74 national EEO plans by May 1, 1973, may make a separate submission for FY-74 participation in this program if they need additional time for planning and budget purposes. Such delays should not extend beyond August 1, 1973. Thereafter, all FY submissions will follow the schedule for EEO Plan submissions.

A. PLAN SUMMARY

1. Department or Agency _____

2. EEO Director/Officer/Coordinator

Name: _____

Address: _____

Telephone Number: _____

3. Agency Goals

a. Total number of Worker-Trainees agency plans to hire.

b. Number of regular jobs into which Worker-Trainees will be placed: _____

c. Number of developmental jobs into which Worker-Trainees will be placed: _____

4. Job Identification

(List specific jobs for which Worker-Trainees will be hired and for persons placed in developmental jobs give target jobs for which they can be trained.)

REGULAR JOBS			
NUMBER OF TRAINEES	JOB TITLE	SERIES	GRADE

DEVELOPMENTAL JOBS		
NUMBER OF JOBS	ENTRY JOB*	TARGET JOB*

* For developmental jobs, please give job title, grade and series.

5. Assessment of Training Needs

(Describe here how you plan to assess Worker-Trainees to identify their training and developmental needs.)

6. Developmental Job Program

(For each developmental job listed in 4-b above, designate the training experiences (formal and on-the-job) and the developmental activities you plan to offer.)

7. Agency Resources and Plan Implementation:

(For each of the following essential elements, provide a brief statement describing what will happen, how it will be accomplished, its duration, and specify the agency operational unit responsible.)

- a. Orientation
- b. Counseling and Advisory Services
- c. Supervisory Training
- d. Skills Training
- e. Basic Education
- e. Support Services (transportation, medical, dental, and child care as appropriate.)

8. Technical Assistance

(Beyond existing or planned agency resources, describe here the kind of technical assistance you would require.)

Reporting on the Standard Form 163

For each trainee enrolled in the WTO developmental jobs plan, a Standard Form 163, "Trainee Enrollment Record," must be completed on the first day the trainee enters the plan, either directly from the register or when placed in the developmental job. Much of the necessary information required on this form is contained in the individual's "Notification of Personnel Action" (SF 50), and the "Worker-Trainee Application." Some questions will require asking the trainee for information. All trainees enrolled under this portion of the WTO plan should be reported.

Specific instructions for filling out the form are printed on the reverse side of the form. Attention should be paid the following items to insure they are correct:

1. Block 2. The agency designation should include the bureau level. The address should be for the duty station of the trainee, not for the headquarters or regional office originating the form.
2. Plan codes will be issued by the Civil Service Commission Regional Office having jurisdiction over the agency plan for a particular installation. This code number must appear on all Forms 163 sent to the CSC.
3. Block 9. Please note that veteran preference does not always have to be claimed. Therefore it is possible that "Vietnam Era Veteran" may be "Yes," while the first item is "No." If the trainee has a Veterans Readjustment Authority (VRA) appointment, "Vietnam Era Veteran" must be "Yes."
4. Blocks 11 and 12. Please use the standard occupation code number with leading zeros, if needed. For example: Clerk-Typist is reported as 00322, not GS-322, 32200, or 03220. Hourly earnings (in dollars and cents) are needed for all Wage System and Postal Service enrollees. For General Schedule employees, omit the hourly earnings data. The Pay Systems are to be reported according to the list of pay systems in FPM Supplement 296-31. Show only the grade, not the step. For example: GS 01, WG 01.

The personnel specialist filling out the form will sign it, enter agency address and telephone number, and forward the CSC Copy-1 (white) to:

U. S. Civil Service Commission
Bureau of Manpower Information Systems (WTO)
1900 E Street, N. W.
Washington, D. C. 20415 (or, for inter-office mail, Stop 227)

The remaining two copies will be retained in the trainee's servicing personnel office until the trainee leaves the plan. At that time the personnel specialist will complete Blocks 13 through 15 and the remaining preparation block, and forward the CSC Copy-2 (yellow) to the Commission at the above address. Only original copies will be accepted by the CSC. Copies (Xerox or otherwise) of the forms are not acceptable and will be returned for re-submission. The trainee is considered to have completed the plan at the end of one year or when the trainee achieves the target position, whichever comes first.

Standard Forms 163 will be available in the Federal Supply Service System in late Spring of 1973. Agencies may order the form through General Services Administration on the FEDSTRIP/MILSTRIP procedure.

Information recorded on this form will be used for research projects by the Commission and to provide demographic information for assessment of the program for the President, Congress, Office of Management and Budget, and other concerned agencies.

REPORTING CHANGES AND AMENDMENTS

Corrections and amendments to previously submitted forms should be submitted to CSC by the normal submission channels outlined above. The correction form (use a regular SF 163) should be labelled "CORRECTION COPY" at the top of the form, just below the title. Blocks 1 through 5 must be filled out regardless of the correction made. Show the correct data in the proper block, underlined or circled. Because Blocks 3-5 are control fields, the erroneous data is also needed to identify the proper record in the file. If a correction is made in Blocks 3-5, list the Block number and original (erroneous) entry in the "Comment" space in Block 15.

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Trainee Enrollment Record

2A. (For CSC Use)

1. NAME OF EMPLOYEE (Last, First, Middle Initial)			2. ADDRESS OF DUTY STATION (Dept. or Agency, Bureau, Location)		
3. SOCIAL SECURITY ACCOUNT NO.			4. PLAN CODE		
5. DATE OF BIRTH Month Day Year			6. DATE ENROLLED Month Day Year		7. SEX <input type="checkbox"/> 1 M <input type="checkbox"/> 2 F
8. MARITAL STATUS <input type="checkbox"/> 1 Single <input type="checkbox"/> 2 Married <input type="checkbox"/> 3 Other					
9. VETERANS INFORMATION Yes No			10. HIGHEST LEVEL OF EDUCATION		
<input type="checkbox"/> 1 <input type="checkbox"/> 2 Veteran Preference Claimed			<input type="checkbox"/> 1 Some grade school <input type="checkbox"/> 4 Graduated from high school		
<input type="checkbox"/> 1 <input type="checkbox"/> 2 Vietnam Era Veteran			<input type="checkbox"/> 2 Completed 8th grade <input type="checkbox"/> 5 Technical Training		
<input type="checkbox"/> 1 <input type="checkbox"/> 2 VRA Appointment			<input type="checkbox"/> 3 Some high school but did not graduate <input type="checkbox"/> 6 Advanced study beyond high school		
11. ENTRANCE POSITION Occupational Series Pay System and Grade			12. TARGET POSITION Occupational Series Pay System and Grade		
Hourly Earnings (Wage Sys. & Postal)			Hourly Earnings (Wage Sys. & Postal)		
13. DATE ENROLLEE LEAVES PLAN Month Day Year			14. WAS TARGET POSITION ACHIEVED? <input type="checkbox"/> 1 Yes <input type="checkbox"/> 2 No		
15. CHECK REASON FOR LEAVING PROGRAM					
<input type="checkbox"/> 01 Completed Program—Target achieved			<input type="checkbox"/> 08 Disciplinary		
<input type="checkbox"/> 02 Completed Program—Promotion pending			<input type="checkbox"/> 09 Unsatisfactory Performance		
<input type="checkbox"/> 03 Completed Program—Promotion deferred			<input type="checkbox"/> 10 Did not Like Job		
<input type="checkbox"/> 04 Satisfactory Change in Employment (Government)			<input type="checkbox"/> 11 Illness or Physical Disability		
<input type="checkbox"/> 05 Satisfactory Change in Employment (Non-Government)			<input type="checkbox"/> 12 Moved		
<input type="checkbox"/> 06 Military			<input type="checkbox"/> 13 Family or Child Care		
<input type="checkbox"/> 07 Return to School			<input type="checkbox"/> 14 Transportation Problems		
Comment:			<input type="checkbox"/> 15 Death of Trainee		
			<input type="checkbox"/> 16 Other (Explain)		

PREPARED BY (Personnel Specialist):

AGENCY/ORGANIZATION/TELEPHONE NUMBER

DATE SUBMITTED

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Instructions for Completing WTO Enrollment Record

This form collects basic data on trainees enrolled in the WTO plan. Many questions can be answered by referring to the trainee's SF 50 or worker-trainee application. Items 1 through 12 must be completed and signed by the appropriate personnel specialist on the date the trainee enters the program. Forward the (white) CSC copy to: U.S. Civil Service Commission, Bureau of Manpower Information Systems (WTO), 1900 E Street NW., Washington, D.C. 20415. The remaining two copies will be retained in the agency personnel office. Items 13 through 15 must be completed upon termination of trainee or completion of program, signed by the personnel specialist and the (yellow) second copy forwarded to the Civil Service Commission at the address given above. All data must be recorded in a standard manner according to the instructions below. The blue copy will be retained by the agency.

TO BE COMPLETED AT TIME EMPLOYEE ENTERS WTO PLAN

Item 1—Enter the name of employee: Last name, first name, middle initial (if any).

Item 2—Enter the duty station address of the Department or Agency which employs the WTO trainee, including bureau-level organization if applicable.

Item 3—Enter trainee's social security account number (each number must have 9 digits).

Item 4—Enter the 3-digit Agreement Code as it appears on the approved Agency plan.

Item 5—Enter the 6 digits of the month, day, and year of birth of the trainee (e.g. 07 15 49).

Item 6—Enter the 6 digits showing month, day, and year the trainee was enrolled (e.g. 08 17 73).

Item 7—Check appropriate box for sex.

Item 8—Check appropriate box for marital status. Check one status only. Check "Single" if the enrollee has never married. Check "Married" if enrollee is married, regardless of whether spouse is present in same household. Check "Other" if enrollee is widowed, divorced, or legally separated from spouse.

Item 9—If the enrollee claims Veteran Preference, check "Yes" for that line, otherwise check "No." If the enrollee was on active military duty on or after August 4, 1964, check "Yes" for Vietnam Era Veteran (regardless of whether or not Veteran Preference is claimed), otherwise check "No." If the enrollee has been appointed under the Veterans Readjustment Authority, check "Yes" for that line, otherwise check "No."

Item 10—Check the one box indicating enrollee's highest level of education.

Item 11—Enter the standard CSC Occupational Series code number which covers the occupation of each enrollee when he enters the plan. If the occupation is in the blue-collar series, enter the number as a 5-digit code with the first 2 digits indicating the occupational family and the last 3 the occupation number (e.g., for Trainee the series code is 35006). If the occupation is in the white-collar series, enter it as a 4-digit number, with leading zero or zeros (e.g., for Clerk-Typist the series code is 00322). Indicate in the space provided the pay system and grade of the enrollee's position (e.g. GS01 or WG01), and for all Wage System and Postal Service employees, show the hourly earnings in dollars and cents (\$2.10 is 210).

Item 12—Enter the standard CSC Occupational Series number for the target or goal position, in the same manner as stated in Item 11. In the space provided, indicate the pay system and grade of the target position, and for Wage System and Postal Service employees, the anticipated hourly earnings.

TO BE COMPLETED AT THE TIME ENROLLEE LEAVES WTO PLAN

Item 13—Enter the month, day, and year when the enrollee leaves or completes the WTO plan. Use 6 digits (e.g., Jan. 31, 1974 is entered as 01 31 74).

Item 14—If occupational target as stated in Item 12 (equal or higher goal) is achieved, check "Yes," otherwise check "No."

Item 15—Check the applicable block which corresponds to the main reason the enrollee is leaving the plan. Give additional explanation or relevant comments in the space provided.